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ABSTRACT

Due to a projected enrollment of more than one million limited-English-proficient (LEP) students in California's public schools by the year 2000, the Task Force on Selected LEP Issues established in 1989 examined the lack of foresight and problems related to the low representation of minorities in higher education and especially in teacher education programs. Short-term and long-term recommendations are presented in the following categories: developing a statewide information campaign; improving the preparation of current teachers; training paraprofessionals; and developing a pool of teachers for LEP students. It is concluded that California's education, business, and political communities must cooperate in immediate action to solve a crisis that threatens the prosperity of the state. Contains 35 references. (LB)

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Remedying the Shortage of Teachers for Limited-English-Proficient Students

Report to the Superintendent
from
The Task Force on Selected LEP Issues

Publishing Information

Remedying the Shortage of Teachers for Limited-English-Proficient (LEP) Students was developed by The Task Force on Selected LEP Issues, working in cooperation with Ramiro Reyes, Assistant Superintendent, Categorical Support Programs Division, and Clara Chapala, Consultant, Bilingual Education Office, California Department of Education. (See pages iv–vi for a list of committee members.) This publication was edited by Janet Lundin, working in cooperation with Clara Chapala, and prepared for photo-offset production by the staff of the Bureau of Publications. Juan Sanchez created and prepared the design for the interior and the cover. Typesetting was done by Carey Johnson.

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The Task Force on Selected LEP Issues

In the spring of 1989, State Superintendent of Public Instruction Bill Honig created a task force consisting of representatives from all levels of the education profession and from professional organizations. The members were to consider both short-term and long-term solutions to the acute and chronic shortage of qualified teachers of LEP students.

The task force was given two charges: (1) to offer technical assistance to the California Department of Education (CDE) on interim measures to deal with the present shortage, such as providing sample plans and exemplary practices; and (2) to formulate a long-range proposal to increase the supply of teachers qualified to work with LEP students. The task force was directed to look at the following as remedies: legislation; collaborations with colleges, universities, and the Commission on Teacher Credentialing (CTC); and possible teachers' institutes for professional development sponsored by CDE.

The task force divided its work among four subcommittees: Recruitment/Incentives, Training/Retraining, IHE (institutions of higher education)/Teacher Certification, and Bilingual Paraprofessionals. These subcommittees held working meetings on their topics, researched the literature, and reviewed models of successful programs that address the shortage of teachers or that provide ways of increasing the future pool of qualified bilingual teachers in local school districts.

Names of the members of the task force appear on the pages that follow. The titles and organizations were current when this document was being developed.

Task Force Members

Remedying the Shortage of Teachers for Limited-English-Proficient (LEP) Students was developed by the Task Force on Selected LEP Issues. A list of the members of the committee follows:

Tina Marinez, Chairperson
Bilingual Coordinator
Office of the Riverside County Superintendent of Schools

Charles Acosta, President
California Association for Bilingual Education (CABE); and Chairperson, Subcommittee on IHE/Teacher Certification
Los Angeles

Tim Allen, Director
Second Language Education
San Diego City Unified School District

Yolanda Carrillo-Ross, Principal
Lazear Elementary School
Oakland Unified School District

Linda Davis, Assistant Superintendent
San Francisco Unified School District; and
Chairperson, Subcommittee on Recruitment/Incentives

Gloria Franco, President
Association of Mexican American Educators (AMAE); and Coordinator, Compensatory Education Programs
El Rancho Unified School District
Pico Rivera

Robert L. Isenberg, President
California Association of Administrators of State and Federal Education Programs; and
Director, Special Projects
Simi Valley Unified School District

Victoria Jew, President
California Association for Asian-Pacific Bilingual Education (CAFABE); and Professor of Education
California State University, Sacramento

Khamchong Luangpraseut, Supervisor
Indochinese Programs
Santa Ana Unified School District

Amelia McKenna, Assistant Superintendent
Bilingual/ESL Instruction
Los Angeles Unified School District

Michael McLaughlin, Superintendent
Exeter Union Elementary and Union High School Districts

Melinda Melendez, Legislative Advocate
Association of California School Administrators
Sacramento

Rene Merino, Professor
College of Education
California State University, Sacramento

Denise E. Murray, Chairperson
Teacher Education Committee
California Association for Teachers of English to Speakers of Other Languages (CATESOL); and
Lecturer, Department of English
California State University, San Jose

Michael Nussbaum
Office of the Legislative Analyst
Sacramento

Susie Oh, Teacher
Hobart Boulevard Elementary School
Los Angeles Unified School District

Janet Parr, Director, Bilingual Education
Office of the Merced County Superintendent of Schools

Louise Perez
Member of the School Board
Sacramento City Unified School District

Kim Anh Nguyen Phan
Supervisor, Bilingual Education
San Jose Unified School District

Peter D. Roos, Lawyer
Multicultural Education, Training
Advocacy Center
San Francisco

Maurice A. Ross, Superintendent
Tustin Unified School District

Paul W. Schubert, Director
Testing and Evaluation
New Haven Unified School District; and Chairperson, Subcommittee on Training and Retraining
Union City

Shelly Spiegel-Coleman, Consultant
Curriculum and Instructional Methods and Strategies
Office of the Los Angeles County Superintendent of Schools; and Chairperson
Subcommittee on Bilingual Paraprofessionals

Gloria Torres, Parent
Sacramento

Anthony J. Trujillo, Superintendent
Sweetwater Union High School District
Chula Vista

Priscilla Walton
Commission on Teacher Credentialing
Sacramento

Lloyd Wamhof, Administrator
Title VII Consortium
Kerman Unified School District

Gay Wong, Professor of Education
California State University, Los Angeles

Charles Zartman
Professor of Education
College of Education
California State University, Chico

Principal Writer

Juan Francisco Lara, Scholar
The Tomás Rivera Center, Claremont

Staff from the California Department of Education

The task force appreciates the guidance and support in the preparation of the report provided by the following:

Ramiro Reyes, Assistant Superintendent
Categorical Support Programs Division

Fred Tempes, Assistant Superintendent
Instructional Support Services Division

Wade Brynelson, Assistant Superintendent
Compliance and Consolidated
Programs Management Division

Maria Trejo, Manager
Office of Staff Development

The following Department staff members were responsible for management of the task force committee and subcommittees:

Leo Lopez, Manager
Bilingual Education Office

Bill Adorno, Assistant Manager
Bilingual Education Office

David Dolson, Assistant Manager
Bilingual Education Office

Principal support from the Bilingual Education Office in coordinating communication and all task force activities was provided by:

Clara Chapala, Consultant
Bilingual Education Office

Resource consultants to the task force were:

Jennifer Bell, Consultant
Bilingual Education Office

Norman C. Gold, Bilingual Education Consultant
Consolidated Programs Management Unit

Robert Gomez, Consultant
Commission on Teacher Credentialing

Arturo Vasquez, Consultant
Bilingual Education Office

Support Staff

Irma Rodriguez, Bilingual Education Office

Lucy Chang, The Tomás Rivera Center

Cathy Chavez, The Tomás Rivera Center

Executive Summary

More than 861,000 limited-English-proficient (LEP) students are enrolled in California's public schools, and the number is increasing daily. To educate these students to participate effectively in the mainstream economy and become productive citizens, 22,365 appropriately trained bilingual and English language development teachers are needed (see Table 1, column 8, in Appendix D).

According to figures for the spring of 1990, approximately 8,033 teachers hold bilingual credentials and certificates of competence, and approximately 3,897 teachers hold English language development specialist certificates (see Table 1, column 9, and Table 2, column 1, in Appendix D). An additional 6,957 teachers are in bilingual in-service training programs, and 7,220 are in training programs for English language development specialists (see Table 4, column 4, and Table 2, column 3, in Appendix D). The total future supply of bilingual teachers is 14,990, consisting of the presently authorized 8,033 plus the 6,957 bilingual teachers in training. This figure falls short of the number of bilingual teachers currently needed.

The lack of qualified staff and appropriate curriculum negatively affects the academic achievement among LEP students. The dropout rate for Hispanics from 1985 through 1988 is 30.9 percent. (Figures from the California Department of Education's [CDE's] California Basic Educational Data System [CBEDS] for 1985 through 1988 provided this information.)

The failure to meet the increased demand for trained personnel capable of providing bilingual support or strategies for English language development for the LEP student population constitutes a staffing crisis in the California school system. The current shortage of appropriately trained personnel is related to a lack of strategic planning for the instruction of a student population unlike any previously enrolled. Changing demographics indicated a rise in the LEP student population as early as ten years ago. During the ensuing years these changes were not systematically tracked and analyzed for their effect on programs for teacher preparation. The number of candidates entering teacher training programs in universities and colleges and in local school settings at that time and presently does not match the population growth of LEP students.

Appointed in the spring of 1989, the Superintendent's Task Force on Selected LEP Issues examined the lack of foresight and problems related to the low representation of minorities in higher education and, particularly, in teacher preparation programs. These issues are addressed in this report. The recommendations to the superintendent in some instances are directed to related agencies such as the Commission on Teacher Credentialing (CTC), institutions of higher education (IHEs), and local school districts.

The State Superintendent of Public Instruction can facilitate cooperation among the various agencies to carry out the recommendations that can be fulfilled immediately and to establish a time line for implementing those that require further development.

The task force's recommendations are presented in the following categories: developing a statewide information campaign, improving the preparation of current teachers, training paraprofessionals, and developing a pool of teachers for LEP students.

General Recommendations for Immediate Action

The following are general recommendations:

1. The Superintendent should announce a state initiative (a statement of departmental actions) to meet the crisis, including a major public information campaign about the need for teachers of LEP students. Other actions would be related to:
   a. Developing legislation to create and expand resources for bilingual teacher training
   b. Redirecting or expanding existing resources for funding state staff development
   c. Developing and publishing departmental materials to inform potential teachers and the general public about bilingual teaching
2. The Legislature should give priority to providing the financial support needed to train additional teachers quickly, to increase the number of and improve the

quality of teachers' training programs, and to institute a teachers' career ladder with financial incentives to keep teachers in the classroom.

Recommendations for Improving the Preparation of Current Teachers

The following recommendations deal with sources of funding and administrative procedures for improving the preparation of current teachers to instruct LEP students:

3. Since all teachers in California have some LEP students in their classes, a California Language Minority Subject Matter Project (CLMP) should be established with funds from the California Department of Education (CDE) and Senate Bill 1882, Morgan, Chapter 1362, 1988. The CLMP should be administered in the same way as are other subject-matter projects, such as language arts, history–social science, mathematics, science, and others. The CLMP should have three main aims: to work with the other subject-matter projects to disseminate information to all teachers about techniques and methods for providing instruction to LEP students for learning content; to expand the number of bilingual teacher-training programs (BTTPs); and to ensure that BTTP trainers and students know and understand the content of the California curriculum guides and frameworks.
4. CDE should ensure that schools and school districts receiving funds through Senate Bill 1882, 1988, use them for training programs in districts, especially for teachers seeking certification as language development specialists (LDS).
5. The Department of Education should collaborate with teachers' unions and local educational agencies (LEAs) to support legislation that provides pay differentials for fully qualified teachers of LEP students.

Recommendations for Training Paraprofessionals

The following recommendations focus on ways to enable paraprofessionals to become teachers of LEP students:

6. LEAs, IHEs, and the CDE should cooperate to help paraprofessionals become credentialed teachers.
7. LEAs and the CDE should stabilize wage scales and benefits for paraprofessionals.
8. Financial incentives should be offered to paraprofessionals undertaking training for credentials.
9. IHEs and LEAs should work out flexible arrangements to enable paraprofessionals to meet academic requirements.

Recommendations for Developing a Pool of Teachers for LEP Students

Recommendations for the short term follow:

10. The CDE, in collaboration with the CTC, should review the *California Basic Educational Skills Test (CBEST)* to remove hurdles for teachers of LEP students.
11. The CTC should develop a limited preliminary credential for teachers trained in foreign countries.
12. The CDE and CTC should collaborate to provide consistent and complete information about the opportunities in bilingual cross-cultural teaching for students in California and in other states.
13. The CTC should consider establishing a limited specialty credential for teachers trained in foreign countries.

Recommendations for the long term follow:

14. IHEs and LEAs should cooperate on a long-term recruitment plan to attract former LEP students to bilingual cross-cultural teaching.
15. Students should be offered financial incentives such as scholarships and forgiveness of loans if they become teachers of LEP students.
16. The University of California (UC) and The California State University (CSU) should receive additional funds if they increase the number of candidates for bilingual cross-cultural credentials and certificates for language development specialists.

Providing an adequate supply of teachers of LEP students may be possible if all these recommendations are followed in a combined strategy. But major efforts will be required to establish equal instructional opportunities for all students.

California's education, business, and political communities must cooperate in immediate, far-sighted action to solve a crisis that threatens the prosperity of the state.

Chapter 1

Introduction

More than one million students whose command of English is limited at best will be enrolled in California's public schools (kindergarten through grade twelve) by the year 2000. This estimate is based on a pattern of growth that continues unabated. Enrollment of limited-English-proficient (LEP) students in 1986 numbered 567,564; in 1987: 613,224; in 1988: 652,439; in 1989: 742,559; and in 1990: 861,532. With the expected arrival of more immigrants and refugees during the next few years, the expectation of enrolling more than one million LEP students by the year 2000 appears to be quite reasonable.[1]

These students may speak any of more than 90 languages. For the majority of the LEP student population, Spanish is a first language. After Spanish, the next largest language groups in California's public schools are Vietnamese, Cantonese, Cambodian, and Pilipino/Tagalog. The number of students speaking these languages is growing rapidly because of increased immigration and high birthrates. The demographic data indicate an increased demand for bilingual teachers in Spanish and in Asian languages.

These limited-English-proficient (LEP) students have a history of poor achievement in California's public schools. They are not represented in institutions of higher education (IHEs) in proportion to their numbers in the population. Because most of these students do not enter postsecondary education, their career options are limited.

Unless action is taken immediately to meet the special needs of LEP students, from preschool and kindergarten through grade twelve, a legacy of academic failure and low aspirations may be perpetuated. To ensure that California's LEP students have a proper foundation for successive educational levels, properly trained teachers must be provided from the beginning of these students' educational experiences.

[1]California Department of Education, California Basic Education Data System (CBEDS), Data Bical Report 2A, 1986–1990.

A Vision of the Ideal

For a moment one might imagine how these limited-English-proficient (LEP) children would learn both English and other subjects in an ideal learning situation. A fully credentialed bilingual teacher would be available for every 15 or 20 students in all levels, kindergarten through grade twelve. Each student would have access to a qualified teacher who spoke that student's language and specialized in English language development. All the teachers would have equal fluency in English and in at least one other language.

Role of the Ideal Teacher

The teacher would be concerned (1) that all students become fluent in English and have access to the core curriculum; and (2) that all students retain their cultural values and language as part of their bilingualism.

Ideal teachers would know all the pedagogical techniques essential for providing instruction in meaning-centered content for all the curricular areas, no matter what the students' levels of English fluency might be.

Ideal teachers would probably be employed in a bilingual education program, usually in an elementary class where the teachers use the children's primary language for instruction in major academic subjects and at the same time instruct the children in English. The teachers would understand that bilingual education in California does not refer to a specific instructional method. Bilingual education covers all kinds of approaches that are effective in teaching LEP children. Instruction is provided in the primary language of the student and in English. In this context the word *bilingual* does not connote an ideology, as is commonly thought. Instead, this term represents the concept that teaching these children requires a knowledge of English and the students' primary languages.

Ideal teachers would agree that children who began a bilingual program in kindergarten may be ready for instruction in English as early as the third grade, but the decision would be made individually for each child.

Teachers would know the difference between the acquisition of basic interpersonal language skills (BICS) and cognitive academic language proficiency (CALP). Through experience they would be aware of how children communicate long before they have enough vocabulary and grammatical sophistication to deal with the academic demands of the classroom.

Ideal teachers would know how to watch patiently for children's language competence to develop. They would command an enormous repertoire of ideas, programs—even tricks—to motivate students and enable them to become responsible for their own learning. Teachers would be adding continually to this repertoire by participating in all the professional development opportunities open to them and by acting as teacher-consultants in professional development programs for other teachers, especially in the proposed California Language Minority Subject Matter Project.

Ideal Methods of Instruction

In the ideal classroom, teachers would rarely use textbooks except as references for their own use. They would never give out work sheets but instead would help children to understand concepts through the use of activities and hands-on experiences. They might use a daily diary or journal to communicate ideas or to validate a student's progress, gradually writing to the student in English as his or her proficiency in English increased. Teachers would read stories to young children and great books to older students in their primary language and eventually in English.

Ideal teachers would eagerly cooperate with other teachers in team teaching or in other methods to enrich children's academic lives. Ideal teachers would be, above all, excellent teachers who are aware of their students' needs, empathize with the students, and have a vast pool of inventive ways to fulfill those needs.

One final observation of ideal teachers deals with their levels of skill and feelings of extrinsic reward for a job well done. Because the teaching role as described would require additional training in the form of second-language acquisition, multicultural knowledge, and skills in bilingual pedagogy and methods, these teachers would receive additional monetary compensation for their expertise in two languages. They would also be willing to pass on their knowledge by serving as mentors to beginning teachers.

The Reality

Comparing ideal staffing with reality reveals some disparities. California schools currently have a shortage of teachers appropriately trained to bring the ideal teaching model, as previously described, into all classrooms. The numbers of LEP students are overwhelming the system's capacity to supply enough teachers who have some knowledge of a second language or who are trained to deliver the curriculum in modes, such as sheltered English, making content accessible to LEP students.

The number of credentialed bilingual teachers is insufficient. During 1990 one teacher was available for every 107 students.[2] Also, the means are inadequate to train teachers for the variety of languages that students speak.

According to figures for 1990, positions existed for 22,365 teachers with bilingual cross-cultural credentials (see Table 1, column 8, in Appendix D). Figures from Table 4, column 2, in Appendix D show that in 1990 only 8,033 teachers with bilingual cross-cultural credentials were employed by LEAs. These figures indicate that 14,332 more teachers needed additional training to meet the needs of California's LEP students (see Table 1, column 10, in Appendix D).

Students in many of those 14,332 classrooms are being taught by teachers who need training in specific instructional strategies to ensure that these students receive equal access to all curricular areas.

There is little hope that existing credential training programs will resolve the problem in the near future. The Commission on Teacher Credentialing (CTC) reports figures for 1988–89 indicating that 1,440 students were enrolled in bilingual teaching credential programs offered by the University of California, The California State University, and independent colleges

[2]The figure 107 is obtained by dividing 861,551, the total number of LEP students for 1990, by 8,033, the supply of bilingual teachers for 1990. These figures are from Table 1 in Appendix D.

and universities. However, only 358 were recommended for the credential during that year.[3] This low rate of certification may be related to the length of time needed to complete a program and to candidates' attendance patterns.

Related Issues

The dropout rates for LEP students in the lower grades and in higher education reflect the larger issue of the educational system's inability to retain and motivate students to prepare for careers such as teaching. The problem is exacerbated by the lack of academic success in the early grades. The dropout rate for Hispanics from 1985 through 1988 was 30.9 percent and approached 40 percent for other LEP groups. Because of inadequate academic preparation and financial resources, the majority of students who do go on to higher education enter community colleges.

Although the overall performance of students who speak Asian-Pacific languages has been higher than that for most groups, a verbal performance gap exists between these students and others. As a result, a disproportionate number of Asian-Pacific college students are enrolled in majors such as mathematics that are less related to language. For nonnative and LEP speakers, language-related coursework represents a major area of difficulty.

Although in the 1960 *California Master Plan for Higher Education* community colleges were envisaged as the major system for providing lower division education in the state, most minority students in community colleges are often not prepared to transfer to UC or the CSU system.[4] If they do, they are less likely to graduate than are other students who began as freshmen in four-year institutions.

At UC and CSU the graduation rate even for minority students who enrolled as freshmen is not encouraging. Figures for 1990 showing the numbers of students graduating from UC reveal that five years after the students had enrolled, 49 percent of the Latino (Hispanic) students had graduated, compared with 64 percent of the white students and 65 percent of the Asian students. Among Chicano students (that is, nonimmigrant Hispanics) only 43 percent of the number of students who had entered the program graduated.[5]

Thus, the *specific* issue, which is the focus of this report, is the urgent need for an expanded force of properly prepared teachers for LEP students. The *general* issue is an equally urgent need to improve the academic preparation of underachieving students so that they can enter professions like teaching in which their bilingual abilities will be used and valued.

Additional Teaching Resources

California needs 14,332 additional credentialed bilingual teachers and an unspecified number of English language development specialists (see Table 1, column 10, in Appendix D). Teachers in training and paraprofessionals help to make up for the deficit. The teachers in training are enrolled in training programs for bilingual and English language development that lead to supplementary authorizations or certifications. A small number of paraprofessionals are enrolled in teacher preparation programs with career ladders.

The teachers must pass a test administered by the Commission on Teacher Credentialing to certify their competence in language, culture, and methodology or their specialization in English language development.

Unfortunately, because of the chronic shortage of appropriately trained bilingual teachers, paraprofessional classroom aides have often become the principal instructors of many LEP students. This situation constitutes unequal treatment for LEP students. Pupils who are fully English proficient are taught by credentialed teachers who have been through complete teacher-training programs, but LEP students may be taught largely by paraprofessionals who often have no more than a high school education and little preparation in subject matter or pedagogy.

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[3] Robert Gomez and Sanford L. Huddy, *A Report on Teacher Supply: Enrollments in Professional Preparation Programs at California Institutions of Higher Education, 1988–1989*. Sacramento: Commission on Teacher Credentialing, 1990, p. 3.

[4] *A Master Plan for Higher Education in California, 1960–1975*. Sacramento: California State Department of Education, 1960.

[5] *Information Digest: A Reference Guide for Student Affirmative Action Efforts at the University of California*. Berkeley: University of California, 1990, p. 34.

The Crisis

This shortage of credentialed teachers is a crisis for education in California. The number of LEP students will increase to one in six students within the next ten years, and the proportion of the work force drawn from the LEP population will have increased dramatically in the early years of the twenty-first century. According to a study of the supply and demand for bilingual teachers completed in 1989 by the Tomás Rivera Center in Claremont and the University of Southern California's Center for Multilingual, Multicultural Research, an estimated 28,412 bilingual teachers will be needed by the year 2000. The projected supply of bilingual teachers for the year 2000 is 16,600.[6] Present programs clearly cannot produce the needed teachers or compensate for the natural losses caused by attrition.

If approximately 12,000 more teachers will be needed in the year 2000 than are in the schools now, then 1,200 teachers will need to be trained every year during the 1990s. Providing this number of teachers might solve the problem in the future, but the present difficulties will remain unresolved. Other kinds of solutions, including recruiting teachers from abroad, will be necessary to deal with the immediate shortfall of 14,332 teachers.

Demographic projections for statewide growth indicate that LEP students will be placed in almost every California classroom.

All California teachers should be trained to adapt their teaching techniques through an understanding of second-language acquisition and be able to demonstrate this training through the use of such strategies as sheltered English for learning content, cooperative learning activities among students, or peer-tutoring. All teachers need to be culturally and linguistically sensitive. Institutions that prepare them must incorporate training in multicultural understanding and in techniques for instructing classes where students are enrolled who may not have a language in common with the other students or the teacher.

[6]Reynaldo F. Macías, *Bilingual Teacher Supply and Demand in the United States*. Los Angeles: University of Southern California Center for Multilingual, Multicultural Research; Claremont, Calif.: The Tomás Rivera Center, 1989, p. 34.

For teachers already in the field, professional development programs such as a California Language Minority Subject Matter Project (CLMP) should be established throughout the state. As presently proposed, the purpose and structure of the CLMP would differ from that of the California subject-matter institutes, which train teachers in presenting content for a particular subject. The proposed CLMP would combine the curriculum in training bilingual teachers with training for mainstream teachers in sheltered English and in other ESL techniques.

Consequences of Inaction

The shortage of teachers is a crisis. An inadequate supply, both present and future, of teachers for LEP students would have at least three serious consequences for California's educational programs:

1. The reforms of the State Superintendent of Public Instruction would be jeopardized. These reforms have successfully improved the curriculum in California's schools and raised students' levels of achievement. If enough well-trained teachers are not available to provide LEP students access to the core curriculum of study, the continued low performance of these students would widen the achievement gap documented by CAP scores and other measures. This situation would make it impossible for curriculum reforms to reach the students who need them most, and the dropout rate would continue to increase.
2. The crisis could jeopardize the visionary goals of the California Education Summit convened by the Superintendent in December, 1989. These goals would be unattainable without an adequate, well-trained teaching force for LEP students. Without the needed teachers LEP students will be left out of the mainstream. These goals must be shared and supported by school staff members, teachers, administrators, parents, and students.
3. California's economic future becomes uncertain without adequately trained teachers for LEP students. By the year 2000 "more than one-quarter of all new jobs in California will be in the professional, paraprofessional, and technical field."

Close to one million new jobs will have been added to this group.[7] Because of this trend, the state cannot afford to relegate a growing proportion of potentially productive workers—the state's LEP students—to limited economic possibilities because of a lack of trained teachers.

The crisis can be resolved with creativity, flexibility, and additional finances. If conditions are left to deteriorate, California will suffer disastrous economic and social consequences.

Organization of This Report

Research studies examining factors affecting the representation of minority students in teaching indicate that intervention programs with early identification, recruitment, and certification are the most successful for bringing that population into the teaching profession. The recommendations in this report not only deal with strategies for increasing the minority representation in teaching but also call for the following major strategies to increase the pool of better trained teachers to instruct the LEP student population in California:

- Organizing, under the Superintendent's leadership, a general initiative that would contain strategies to increase the present number of qualified bilingual teachers and to improve the preparation of teachers who have LEP students in their classes
- Examining ways to improve the preparation of current teachers
- Targeting paraprofessionals for further training, who, despite their lack of professional qualifications, are often the primary deliverers of the curriculum to LEP students and who might be subsidized to become credentialed
- Developing a pool of potential teachers for the short term and the long term (Short-term remedies include reviewing the *CBEST* for biased items and recruiting teachers from other states and countries. Long-term measures include recruiting students now in junior high schools or senior high schools to become bilingual teachers.)

The final chapter presents the possible short-term and long-term effects on the supply of teachers if the recommendations contained in this report are followed. A call for immediate action concludes this report.

Four appendixes and a list of selected references follow the content discussed previously. Appendix A, "Certification and Training of Teachers for LEP Students," presents information about the credentials and certificates that one may earn as a bilingual or ESL teacher or as a paraprofessional. Also appearing are descriptions of training programs for teachers in institutions of higher education, state-funded bilingual teacher training programs, and local school district training programs.

Appendix B, "Training Programs and Projects," presents information about programs to train paraprofessionals and about projects to assist new teachers.

Appendix C, "Examples of Early Recruitment Programs," contains descriptions of programs to attract students to the teaching profession. Local educational agencies, institutions of higher education, and the California Department of Education sponsor these programs.

Appendix D, "Statistical Tables," contains the following: Table 1, "Need for, Supply of, and Shortage of Bilingual Education Teachers"; Table 2, "Supply of Teachers Providing English Language Development"; Table 3, "Projections of the Nation's Need for Bilingual Teachers"; Table 4, "Staff Providing Primary Language Instruction to LEP Students"; and Table 5, "Persons of School Age, Five Through Nineteen by Race/Ethnicity 1989, 2000, and 2030." Also included in this appendix is Figure 1, "Language Groups Represented in the LEP Student Population."

The figures in these tables show the enrollments of LEP students, the numbers of staff currently instructing LEP students, the projected need for future bilingual educators, and projected percentages of ethnic groups in California's schools. The percentages of students in various language groups appear in Figure 1.

The last section of this publication contains a list of pertinent selected references.

[7] *California Projections of Employment by Industry and Occupation, 1987–2000*. Sacramento: Labor Market Information Division, California State Employment Development Department, 1990, p. 22.

Chapter 2

General Recommendations for Immediate Action

General recommendations for the State Superintendent of Public Instruction and the California Legislature are examined in this chapter.

Recommendations for the State Superintendent

The Superintendent will announce a major public information campaign and establish a California Language Minority Subject Matter Project. He would stress the positive social and economic benefits that a well-educated multilingual society would provide California as well as the threat of economic disaster if a significant percentage of LEP students continue to receive poor instruction.

The Superintendent will mount a "California Needs You!" campaign through all the media—print, radio, and television—to impress the public with the extent and severity of the need for teachers of LEP students. Teaching LEP students can be portrayed as performing a vital public service and also as making a wise career choice. A teacher who takes extra training to gain a bilingual-bicultural credential or language development certificate will always be in demand.

The public would be made aware of the present shortage of teachers and of the implications this problem has for LEP students. The content of information packets would explain why the speaking of a foreign language is an indispensable skill. The effect of this campaign might be to influence persons to enter teaching who already are bilingual or who are considering acquiring a second language.

The public is unaware of the importance of this specialization. To improve the public's perception about teaching as a career and to provide information about bilingual teaching as a specialized field would require an effective public information campaign. Organizing such a campaign would meet the first need in finding enough teachers for LEP students.

The shortage of bilingual teachers is a part of the state's shortfall in teachers as a whole. By the early 1990s, the state's schools will need about 85,000 new full-time teachers[1] for all subjects beyond the approximately 201,000 teachers currently in the classroom.[2] Only 32,361, however, were being trained during the academic year 1989–1990.[3] Expedients such as employing new graduates with bachelor of arts and bachelor of science degrees and training these persons as they work will be necessary to fill the need.

The numbers of students from ethnic backgrounds are disproportionately higher than the numbers of teachers from similar origins. In California 53 percent of the state's students represent diverse ethnic groups (including African Americans, Hispanics, and Asian Americans), but only 19 percent of these students' teachers are from ethnic minority groups.[4]

To remedy this situation requires major efforts led by the Superintendent. The next need, therefore, is to examine sources from which to attract teachers. If a significant number of candidates were recruited from ethnic minorities, efforts to increase the number of teachers for LEP students would begin to redress the imbalance.

The majority of children who entered California kindergartens in 1988 came from minority groups. And by the year 2010 the majority of the state's overall population will be from these groups. The increasing numbers of Latinos, Asian Americans, and other immi-

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[1] *A Class Act: Be a Teacher*. Sacramento: California Department of Education, 1986.

[2] *Fingertip Facts on Education in California*. Sacramento: California Department of Education, 1990.

[3] Robert Gomez and Sanford L. Huddy, *A Report on Teacher Supply: Enrollments in Professional Preparation Programs at California Institutions of Higher Education, 1988–1989*. Sacramento: Commission on Teacher Credentialing, 1990, p. 59. *Note:* The figure 32,361 is the combined total for all the kinds of teaching credentials listed in Table 15, "Summary, Academic Year, 1988–1989."

[4] *Fingertip Facts on Education in California*.

grant groups from eastern Europe stem from two sources, continuing immigration and the birthrate. California's educators have to respond to this student body. The students present an unprecedented challenge because of their diverse languages, backgrounds, and perceptions of schooling.

The State Superintendent of Public Instruction, the CDE, the CTC, the teachers' unions, and the IHEs must work together to inspire potential candidates for teaching and develop ways to increase the existing pool of teachers.

The first duty educators have is to interest the public in educational issues. The public—the taxpayers and voters—need to understand that the severity of this crisis ranks with that of AIDS, drunk driving, or the rise in urban crime. The public must realize that California's economic future depends on the academic success of these students. Everyone, therefore, has a direct stake in seeing that teachers are provided who will ensure that these students become well educated.

Recommendations for the Legislature

The Legislature should be aware of the critical shortage of teachers for LEP students and should provide legislative and financial support for remedial measures.

The Legislature should be reminded that not educating these children well would prove costly for the state. The future work force could not easily absorb workers who lack a basic education and some specialized training. A financial investment now in the development of more and better trained teachers for LEP students would increase the number of productive citizens who could help California and the nation compete in the global economy of the future.

The Legislature should explore ways to support the major recommendations through increases in or redirection of funding and should support innovative programs to develop, attract, and retain current and future teachers.

Chapter 3

Recommendations for Improving the Preparation of Current Teachers

This chapter presents ways to improve the current preparation of bilingual teachers. The proposed California Language Minority Subject Matter Project would expand the number and improve the quality of training programs for bilingual teachers. All educational agencies need to cooperate in developing training opportunities and in revising requirements for credentials. Organizations for educators can also have a role in establishing differential wage scales and accessible career ladders.

California Language Minority Subject Matter Project

The California Department of Education should establish as quickly as possible the California Language Minority Subject Matter Project.

The California Language Minority Subject Matter Project (CLMP) is designed to (1) work with the already established subject-matter projects in writing, literature, history, mathematics, science, and art to help all teachers learn techniques for instruction in sheltered English and English as a second language; (2) expand the number of bilingual teacher-training programs (BTTPs) in the state; and (3) ensure that both trainers of BTTP teachers and the teachers themselves know the content of the California curriculum guides and frameworks and can improve curriculum and instruction for LEP students by using the guides and frameworks.

The CLMP is essentially the only means available to reach a large population of teachers—those who are at the top of their pay scale and who had earned credentials before the provisions of Senate Bill 813, 1983, for five-year renewals went into effect. These teachers do not need to earn credits to increase their salaries and are not required to attend professional development activities to retain their credentials. However, these teachers do constitute the large number of mainstream teachers whose classrooms will be affected by the influx of LEP students. The CLMP, therefore, would function, as the other subject-matter projects do, as a training resource for teachers who are willing to learn new techniques and to become effective instructors of LEP students.

Role of Educational Agencies

The local educational agencies (LEAs) must make the development of teachers for LEP students a priority. To accomplish this task requires appointing special committees, seeking additional funding, and promoting training programs for teachers willing to be retrained to teach LEP students. To assist the LEAs, the CDE should seek funding to expand the number of state bilingual teacher training programs from 11 to at least 15 within the next two years.

Models and Practices for Training

In cooperation with the CDE, staff from the IHE teacher-training programs, BTTPs, and training programs in local school districts should identify and describe several good training models and exemplary practices for producing bilingual teachers.

For example, the state-funded BTTPs have developed several training models that provide the same course content in language, culture, and methodology as that offered by the credential programs of the IHEs (see Appendix A). These programs have a flexible year-round schedule, convenient training sites, tutoring support systems, and opportunities for peer coaching and interaction.

Parts of the state with large concentrations of LEP students do not have easy geographical access to BTTPs. (A proposal that combines the BTTPs with the California Language Minority Subject Matter Project may ensure better geographical distribution of their services.) The CDE should work with the LEAs to

underwrite the costs of training teachers for LEP students at BTTPs.

Some local school districts recently have developed teacher training programs for bilingual and English language specialists. These programs have been developed in response to state-required plans to remedy the shortage of qualified teachers if districts have documented a staffing shortage.

Information about the most effective of these models—including materials, training resources, and assessment components—should be made available to other LEAs for replication. The LEAs and the CDE should also seek ways to support teachers willing to spend time in intensive language study in foreign countries (for example, in Mexico or Spain) or in local total immersion programs if political situations or expense makes travel to certain foreign countries unfeasible.

Expanded BTTP Services

Most existing BTTPs have provided limited opportunities for training in languages other than Spanish. Such programs have yet to address fully the training needs of Asian bilingual teachers. Expansion of the programs would include development of training models and resources to meet the needs of these teachers and of those who serve Asian-Pacific LEP students.

Requirements for Credentials

The CTC should consider revising requirements for credentials and criteria for bilingual certification. These changes would remove barriers that might discourage a candidate from pursuing a credential to become a bilingual teacher or language development specialist.

For example, to obtain the Bilingual Certificate of Competence Assessment in Spanish, one must demonstrate facility in the language equal to that necessary to attain the U.S. State Department's Foreign Institute Level Three (FSI-3). Achieving this level requires one to have a minimal professional proficiency in a language. Becoming proficient enough to obtain the certificate of competence could be difficult for students of some Asian languages for which little training is available and for languages with writing systems different from those of English or Spanish. To overcome this problem, the CTC should consider an interim certificate for candidates who demonstrate an oral fluency level and cultural understanding of a particular language.

Role of Organizations

Organizations that play essential roles are teachers' unions and professional associations such as the Association of Mexican-American Educators (AMAE), the California Association for Bilingual Education (CABE), the California Association for Asian-Pacific Bilingual Education (CAFABE), and the California Teachers of English to Speakers of Other Languages (CATESOL). These organizations should cooperate especially with the Legislature, the CDE, the LEAs, and the teachers' unions to provide a substantial pay differential for fully credentialed teachers of LEP students on the basis of these teachers' knowledge of two languages, a qualification not demanded of other teachers.

Differential Wage Scales

Members of teachers' unions should consider differential wage scales for teachers whose specialized training is in demand. Staff from professional associations should act as advisers to the IHEs in designing courses and to the CTC in developing standards. They should also serve as advocates to persuade the Legislature that dealing with this crisis means allocating additional funds.

Bilingual education teachers go through long, rigorous training; but they often earn no more than other teachers. The strongest incentive to enduring the hard work required for the training is the assurance that jobs will be plentiful.

Career Advancement

Recruitment to teaching becomes even harder without the kind of advanced career options for the teaching profession recommended in 1985 in the Commons report, *Who Will Teach Our Children?* "Advanced career [options] should increase the variety and responsibility in teaching"... and provide opportunities for those who "wish to teach part-time and carry out other duties part-time, acting as mentors for student and novice teachers, developing [bilingual] curriculum, ...

participating in university research on [bilingual] instruction, . . . or planning and presenting in-service [training] courses [on bilingual methodology]."[1] Potential teachers might see a limit to their earnings and career advancement without this type of career incentive. Although some teachers may aspire to become administrators to receive increased pay and prestige, many others will need incentives such as career options to hold them in the profession.

For the same reasons and as a stopgap measure while career options are being identified and negotiated, the CDE should consider administrative intern programs to allow bilingual teachers a year's, or more, respite from classroom duties. This type of program would provide opportunities for teachers to develop their potential for leadership through coursework and mentor relationships with effective administrators and actual field assignments in programs for visiting educators at district, county, or state levels. These combined efforts could help to prevent burnout of teachers and retain them in the profession.

[1]Dorman L. Commons, *Who Will Teach Our Children? A Strategy for Improving California Schools: The Report of the California Commission on the Teaching Profession.* Sacramento: California Commission on the Teaching Profession, 1985, p. 22.

The CDE and LEAs need to cooperate on improving the quality of the work environment for teachers of LEP students by lowering the teacher-student ratio, by providing preparation time for classroom instruction, and by establishing accommodations in the same quality of buildings and surroundings as that of regular classes. Too often bilingual and ESL resources are offered to LEP students in temporary or makeshift settings.

Use of Funds

School districts funded through Senate Bill 1882, 1988, should include, as part of their plan for services, teacher-training programs for teachers of LEP students.

Standard 4, derived from Section 44680.2(d) in the CDE's standards for Senate Bill 1882, 1988, requires that special learning needs be met, a category that certainly includes LEP children. The CDE should make the development of teachers for LEP students, especially certification as language development specialists, a priority for the use of Senate Bill 1882 funds.

Chapter 4

Recommendations for Training Paraprofessionals

Frequently, paraprofessional classroom aides are community members who speak the language of certain ethnic groups of students. The aides help LEP students to learn through instruction in the primary language and ESL. These aides are often indispensable to an LEP student's adjustment to a school because of the moral and linguistic support they provide.

Data for spring, 1990, indicate that 24,175 instructional aides, or paraprofessionals, were assisting in classrooms with LEP students (see Table 4 in Appendix D).[1]

Status of Bilingual Paraprofessionals

For many students the bilingual classroom aide who speaks their language enables them to understand what is happening in the classroom. Despite a lack of formal credentials, paraprofessionals are often the ones who provide academic instruction for these children.

Paraprofessionals, who frequently work part-time, may have difficulty in acquiring fringe benefits. Rarely are they included in the program planning and decision making for a school. Yet they can be relied on to provide essential services, such as taking over a class when a teacher is absent, training a substitute teacher, or translating.

The only reward that a paraprofessional may have is the affection of the children they assist. "They come back to see me," a paraprofessional will often say with pride.

Giving aides the title *paraprofessionals* indicates that they have a status equivalent to that of paraprofessionals in other professions, such as law and medicine, in which specific qualifications are required before a person may practice.

[1]The number 24,175 is the combined total of columns 6 and 7 in Table 4, Appendix D. Column 6, "Aides Working with Teachers in Training," lists a statewide total of 6,480. Column 7, "All Other Aides for LEP Pupils," lists 17,695 aides.

Many paraprofessionals in classrooms have not had enough education to consider becoming credentialed teachers in California. As paraprofessionals they are not paid well enough to afford college training. If they do manage to enter training programs, they are the persons most likely to have trouble passing the *CBEST*. They are also likely to have trouble passing the portions on writing and grammar of the language competency examinations.

However, paraprofessionals can become a potential source of credentialed teachers because bilingual paraprofessionals have the advantage of speaking the original language of LEP students. If the recommendations for training paraprofessionals are followed, especially those related to increasing salaries and to underwriting college and training fees, about 25 percent of paraprofessionals might try to complete college and become credentialed teachers during the next five years. About 6,000 more teachers would then be available.

In addition, paraprofessionals have the potential to become the ideal teachers of LEP students described in the Introduction. As native speakers of the students' languages, paraprofessionals have the experience of acquiring English as a second language themselves, and they are sensitive to differing cultural values and attitudes.

Cooperation Among Agencies

LEAs, IHEs, and the CDE should cooperate to facilitate the training of paraprofessionals so that they can become fully credentialed teachers of LEP students.

With support from these agencies, which includes financial assistance and tutoring for the *CBEST*, a quarter of the present number of paraprofessionals could become credentialed teachers within a reasonable time.

Improvement of Salaries and Benefits

LEAs should develop different job classifications with corresponding adjustments in salaries for paraprofessionals to reflect their level of education and experience. Similarly, a pay differential should be established between bilingual and other paraprofessionals.

LEAs should ensure that aides have enough working hours to become eligible for fringe benefits. These agencies should also ensure flexible hours for aides so that they can attend college and other training programs. Another means of enhancing the status and pay of bilingual aides would be to establish a paraprofessionals' mentor program at school sites or districts to assist in the training of new paraprofessionals. Much like the teachers' mentor programs at the state level, the paraprofessionals' mentor programs would include a stipend and time to work with other paraprofessionals in specific content areas or instructional support strategies.

Financial Incentives

The CDE and LEAs should cooperate to offer financial incentives to paraprofessionals who undertake training for a bilingual credential.

Examples follow:

- The CDE should assume leadership in developing legislation and in reinstituting funding for the Bilingual Teacher Corps. The funds would be used to support career development for bilingual paraprofessionals.
- The CDE should make funds available to LEAs so that they can offer paraprofessionals a salary scale graduated according to how many credits the paraprofessionals have accumulated toward a bilingual credential.
- The CDE should allot funds to LEAs to forgive loans for paraprofessionals who graduate from college and become credentialed in order to teach in LEP classrooms.
- The LEAs should offer stipends to paraprofessionals attending college classes and provide paid sabbaticals for those close to finishing their credentials in exchange for a commitment to teach in the district.

Academic Requirements

Because many paraprofessionals have family obligations and limited financial resources, IHEs and LEAs need to establish different procedures for satisfying academic requirements.

IHEs should agree to grant college credit for hours worked or to establish a ratio of hours worked to hours for courses taken. IHEs should work with LEAs to offer complete training programs in school districts, especially for those paraprofessionals with bachelor of arts degrees who could complete their fifth-year programs in small local classes.

IHEs should establish mentor or buddy pairs for paraprofessionals to help them through the maze of unfamiliar institutional matriculation requirements. Paraprofessionals also need special tutoring and counseling to improve their chances of passing the *CBEST* and examinations for language competency. Success in these areas will enable these candidates to remain in programs for credentials.

Chapter 5

Recommendations for Developing a Pool of Bilingual Teachers

These recommendations fall into two categories: short term and long term. Actions for the short term will produce more teachers in two to five years; actions for the long term will increase the number of teachers to fill the needs anticipated for the late 1990s and the year 2000.

Recommendations for the Short Term

Recommendations to increase the pool of bilingual teachers for the short term are examined in this section.

The CTC should review the *CBEST* and the Bilingual Certificate of Competence Assessment (BCC) for potential biases in test items, problems related to testing procedures, the time allotted for testing, and grading standards, conditions which may presently limit the number of candidates for bilingual credentials.

Both the *CBEST* assessment and the Bilingual Certificate of Competence Assessment continue to be major impediments to increasing the pool of bilingual teachers, but for different reasons.

A first hurdle for new teachers is passing the *CBEST* examination. Candidates from the CSU system have not had a high rate for passing this examination. For example, during 1989–90 graduates from CSU, Dominguez Hills, had a 52 percent rate for passing the *CBEST*, while candidates from UC Davis had a passing rate of 90 percent.[1] The candidates from the pool who have been identified as having the best potential for becoming bilingually certified (Hispanics and Asian Americans) have a low rate of passing *CBEST*. Only 51 percent of Hispanics and 62 percent of Asian Americans passed the *CBEST* during 1989–90.[2]

In addition to the CTC's reexamination of the standards and procedures for the *CBEST*, IHEs should consider eliminating the requirement for achieving passing scores on this test as a criterion for entry into a credential program. Instead, IHEs should provide tutorial assistance to candidates who otherwise demonstrate the potential for becoming bilingual teachers through their background, grades, and knowledge of a second language.

The BCC assessment continues to be a major concern for teachers in training because it does not assess all aspects of training content currently covered in the IHE, BTTP, and local bilingual teacher training programs. The BCC assessment consists of three components (language, culture, and methodology) that determine a person's competency in speaking a language other than English, knowledge of a targeted culture, and bilingual methods of teaching. Most candidates taking this test are experienced teachers whose primary language is English. The majority of these teachers receive additional training for bilingual certification in state-supported bilingual teacher training programs offered through in-service training programs at 11 county office of education sites and local school district programs.

The IHEs should also cooperate with the LEAs to determine innovative ways of allowing candidates for teaching to fulfill requirements within nontraditional time frames. The CDE should require LEAs to support paraprofessionals both during their training and after it has been completed.

In general, money and effort must be invested so that students and teachers who undertake the long and difficult training for a bilingual credential are provided a

[1] Richard M Majetic, *The California Basic Educational Skills Test: Annual Report of Examination Results*. Sacramento: Commission on Teacher Credentialing, 1990, pp. 17 and 19. *Note*: These figures appear in Table 10 (pages 17 and 19) "Passing Rates by College/University Attended." They are the average of the "Percent Passing" listed in the columns "Attending for Baccalaureate" and "Received Baccalaureate."

[2] Ibid, p. 15.

support system that motivates them to acquire the appropriate competencies in language and methodology.

Limited Preliminary Credential

The CTC should develop a limited preliminary credential for foreign-trained teacher candidates which would allow them to teach the subject in which they received training in their home country.

Persons would be qualified to teach under the limited preliminary credential for three to five years, giving these candidates a chance to pass the *CBEST* and the *National Teacher Examination (NTE)* in their discipline. Receiving the credential would be contingent on the employment of candidates by a school district and on their enrollment in an approved program to take courses in the U.S. Constitution and the teaching of reading and to prepare for *CBEST* and the *NTE*.

If the previous training of candidates has not included a fifth year, then they would need to complete that year, including the requirements for coursework in health education and mainstreaming. Candidates would not be able to instruct in English until they had passed the *CBEST* and the *NTE*.

Limited Specialty Credential

The CTC should provide a limited specialty credential for both California and out-of-state bilingual teachers.

The CTC will need to work closely with teacher-training institutions, local educational agencies, and the CDE to move quickly to bring in credentialed personnel. One of the most promising ideas is that of granting a limited specialty credential for teaching only one subject. This credential would allow people in other professions, such as chemical engineering, to teach one or two courses in a high school. If these persons could do so in another language, they would be doubly valuable.

Limited specialty credentials would be especially helpful in bringing African-American, Hispanic, and Asian-American graduates into the schools as subject-matter specialists.

Information About Careers in Teaching

Information about careers in teaching for bilinguals and language development specialists should be provided to students in California's public and private educational institutions and in out-of-state IHEs.

For example, programs to develop leadership among minority youth should include information about bilingual teaching as a career. The Chicano Youth Leadership Conference and the Adelante and Adelantito community-based educational programs are examples.

The CDE and the CTC should develop a package of information containing descriptions of the various options that exist for certifying bilingual teachers. These materials should be distributed at sessions held to inform IHE representatives, LEA personnel, and the general public about opportunities for bilingual educators in teaching.

To attract teachers from other states, the CTC should establish an outreach office with a toll-free telephone number to be answered by bilingual personnel, who would explain the options in California for obtaining bilingual credentials.

Qualifications for Teachers

The following ways to improve qualifications of all teachers are recommended to ensure that LEP students get the best possible education:

- The CTC should require that some portion of the 150 hours of professional development needed to maintain certification consist of training related to needs that teachers at local school sites have for instructing LEP students.
- The CTC should require teacher-training programs to include a mandatory three-unit course on second-language acquisition. The *Education Code* should be amended if necessary to fulfill this requirement. To obtain a credential, candidates should be required to complete this course satisfactorily.

- The CDE should amend qualifications for mentors to require that a certain percentage or number of mentor teachers selected by school districts have either a bilingual credential or experience teaching LEP students.
- The Legislature should consider extending the contract year for teachers to 200 days so that additional days could be used for activities for professional development for bilingual teachers and for teachers who have LEP students in their classes.

Recommendations for the Long Term

Recommendations to increase the pool of teachers for LEP students for the long term are discussed in this section.

The situation in LEP classrooms may be far from ideal now, but it will worsen by the year 2000 if planning is not under way to develop teachers to serve the students from LEP populations, whose numbers will have increased dramatically because of continued immigration and a high birthrate.

The supply of credentialed bilingual teachers in 1990 was 8,033, although the total number of teachers working with LEP students was slightly more than 14,990 (see Table 3, column 2 and column 5, in Appendix D). Within ten years the number of credentialed bilingual teachers will need to be doubled; and an undetermined number will be needed in other categories, such as language development specialists and special education.

Ways to Increase the Supply of Teachers

The supply of teachers can be increased by focusing on the youths in the populations being addressed. This group provides a large potential pool from which to draw candidates if incentives can be developed and training opportunities made flexible enough to accommodate potential candidates' needs and abilities. However, existing obstacles such as lack of programs for early recruitment, stringent and inflexible credentialing requirements, and preparation for the *CBEST* and other qualifying tests are formidable and need to be examined.

These obstacles might be overcome if students were motivated early enough during their years of academic preparation to consider the rewards of teaching itself and of teaching LEP students, whose academic success is important to California's future. Few programs exist to accomplish this task. Although Hispanic and Asian-American students initially have a cultural respect for teachers and the teaching profession, this feeling rarely survives these students' school experiences and pressure from peers and the enticements of jobs that pay more than teaching does. Nevertheless, early recruitment has not been explored fully as a way to increase the future supply of teachers for bilingual classrooms.

LEAs should increase the number and intensity of future teachers' programs in secondary schools and add a bilingual component to them. Junior and senior high school personnel should explore ways to recruit students for the teaching profession before they make decisions about their postsecondary education programs.

Instruction in Foreign Languages

A major component of developing a future pool of teachers must include overcoming the present lack of emphasis for learning foreign languages in schools. Ideally, students should begin studying foreign languages in elementary school to give them a reasonable chance of attaining bilingual proficiency by the time they are making career decisions.

Educators and the community in general must understand that learning other languages is in the best economic interest of all Americans. A population's willingness to become multilingual helps to ensure that nation's success as an international economic power. To maintain America's international economic viability, her citizens must realize that learning foreign languages is essential.

Early Identification of Potential Teachers

The following recommendations relate to early identification and preparation of students who might decide to become teachers.

The IHEs and LEAs, with financial support from the Legislature and the CDE, should develop a long-term recruitment plan to encourage junior and senior high school students from LEP populations to become credentialed teachers of LEP students.

CDE, UC, and CSU need to cooperate statewide in designing, implementing, and publicizing a plan to recruit potential bilingual teachers from junior high school students. This effort should be funded either through provisions in special legislation or jointly by all the institutions involved, including the LEAs.

Centers of linguistic concentration. The CDE should pinpoint centers of linguistic concentration (locations where speakers of certain languages are concentrated) and designate these areas for special recruitment efforts to attract students in junior and senior high schools. These centers are located in East Los Angeles for Spanish; Modesto for Lao; Fresno County for Hmong and Lao; Long Beach, Stockton, and Santa Ana for Khmer; San Francisco for Chinese; Central Los Angeles for Korean; and in San Jose and in Orange, Santa Clara, and San Diego counties for Vietnamese.

Learning a language to near-native proficiency takes a long time. True bilinguals either have spoken two languages from childhood or have learned a second language while continuing to use the first. (Kenji Hakuta cites several societies that require dual language facility.)[2] Because of the lack of emphasis in the United States for learning foreign languages, the most likely candidates for bilingual teachers are immigrants or the children of immigrants. These children speak their native language at home in the family, but they have acquired English by living in an English-speaking country. These potential candidates have a much greater language facility in Spanish, Vietnamese, Chinese, Cambodian, or Tagalog than do native-English speakers who spend years trying to acquire these languages in training programs.

The population centers mentioned previously are therefore the most promising recruiting centers for future bilingual teachers.

[2]Kenji Hakuta, *Mirror of Language: The Debate on Bilingualism*. New York: Basic Books, 1987.

Centers for the development of bilingual teachers. Programs of school districts in centers of linguistic concentration would be paired with complementary programs at nearby CSU or UC campuses. A center for the development of bilingual teachers would be located at a university with sufficient funding to support a staff of recruiters and administrators.

Centers should also be established where a successful model of school, university, and community cooperation has already been operating; for example, the school-university network at UC Davis and the Center for Academic Interinstitutional Programs (CAIP) at UCLA. These established centers would become models for the new ones.

Each center would be responsible for organizing classes and clubs in junior and senior high schools to inform targeted students about careers in bilingual teaching. Activities would include visits to IHEs, where the students would visit the language and teacher education departments and learn about opportunities for tutoring students in lower grades.

The CSU or UC campus center would ensure that the prospective university students take advantage of all the available outreach programs; for example, Upward Bound, STEP to College, and so forth. As students begin to think about applying to college, they will be offered either scholarships or loans with provisions for forgiveness. Forgiveness would be contingent on students' completing a degree, obtaining a bilingual teaching credential, and agreeing to teach in a district for a specified time. Some students would attend a community college for their first two years, an option which is built into the program.

After transferring to a college or university, the students would be counseled and monitored by staff from the CSU or UC campus center to ensure that they take the right courses and that they are meeting matriculation requirements. Tutoring would be available for students having academic difficulties. The campus center would try to establish a haven for these students, a kind of substitute family to help them with the challenges of the academic environment. The center would help students to find summer and part-time jobs in bilingual classrooms and to travel to the country where the language they are studying is spoken. The center's staff also

would make certain that students were taking courses to increase their knowledge of the country's history, literature, and art.

The campus center would also function as a resource for articulation so that community colleges, private institutions, and out-of-state institutions could also recommend students for enrollment in the program. (*Articulation* in this context is defined as cooperation between educational institutions to ensure students' progress through successive educational levels.) The present lack of articulation among LEAs and IHEs is a major barrier to the recruitment of potential teachers from these populations.

Long-term recruitment strategies. The recommendations discussed previously are long-term strategies. If the program were to be inaugurated in 1990 at all levels from grades eight through twelve, the first fully credentialed teachers would not be in the classroom until 1997 at the earliest. During most of their training, however, these candidates would have been working with LEP students at some level. With a strong system of support from the district, these teachers would be expected to stay in teaching until at least 2000.

The great advantage of a strategy that identifies and nurtures students throughout their school, college, and professional careers years is that it could help solve the long-term staffing problem. By 2000 approximately 28,000 teachers will be needed, and present programs will produce no more than an estimated 16,600.[3] By beginning now to develop prospective teachers, educational institutions could recruit the 11,400 extra teachers needed to meet the projected demand.

[3]Reynaldo F. Macías, *Bilingual Teacher Supply and Demand in the United States*. Los Angeles: University of Southern California Center for Multilingual, Multicultural Research; Claremont, Calif.: The Tomás Rivera Center, 1989, pp. 33–34.

It would be possible to involve 12,000 students in junior and senior high schools in programs in the Los Angeles Unified, San Diego City Unified, and San Francisco Unified school districts alone. To initiate such a program, however, requires conviction about its need, cooperation among the institutions, and adequate financing.

Financial Incentives

Students should be offered financial incentives to become teachers of LEP students. Among these incentives loan forgiveness programs at the federal and state levels would be especially effective.

An example of a financial incentive is a scholarship program in the San Francisco Unified School District. Four-year scholarships to CSU campuses are offered to students who make commitments to teach in this district both during their summer breaks and after receiving their credentials. This model would be excellent for school districts to follow to ensure having enough bilingual teachers for their LEP students.

Awards to Postsecondary Educational Institutions

As an incentive to institutions, the California Legislature should set aside funds to reward CSU and UC campuses that increase the numbers of candidates to become bilingual teachers and language development specialists. The awards would be granted to a specific number of candidates per year. A parallel incentive program should be devised to encourage community colleges to prepare more students for transferring to upper division coursework to become teachers of LEP students.

Chapter 6

Effects of the Recommendations

Providing enough qualified teachers for LEP students is a problem for the short term and long term. California presently has about 8,033 fully credentialed bilingual teachers of LEP students, a number that leaves the schools short 14,332 teachers (see Appendix D, Table 1, column 10).

By 2000, when 15 percent of the students in California's public schools, kindergarten through grade twelve, will be limited-English proficient, a full complement of teachers will be needed to accommodate the additional 200,000 students expected.[1]

Both now and in the future, more teachers will be needed than are available. It is necessary to ensure that the teachers who are prepared actually go into the classrooms.

The recommendations in this chapter are for the short term and long term. An estimate appears for the number of teachers that might be produced if these recommendations are followed.

Short-term Measures

Short-term measures to get teachers into classrooms as soon as possible are listed in Table 1, shown below.

[1]Reynaldo F. Macías, *Bilingual Teacher Supply and Demand in the United States*. Los Angeles: University of Southern California Center for Multilingual, Multicultural Research; Claremont, Calif.: The Tomás Rivera Center, 1989, p. 32.

In addition to carrying out the preceding recommendations, educators could increase the number of teachers in a short time through the use of local district designations. The term *local district designation* refers to districts that are allowed to assess and confirm the bilingual competency of a teacher or an English language development specialist through the use of state-approved local measures. So far only one district has been given approval to make its own assessments. More districts will be permitted to do so in the near future.

A number of LEAs might encourage teachers to earn certificates to become English language development specialists as an alternative to becoming fully credentialed bilingual teachers. Other LEAs might recruit Spanish-speaking teachers for limited assignments by sending personnel representatives to Spain and Mexico. Because these options may be used by local school districts for dealing with the shortage of teachers for LEP students, the number of teachers that may be produced cannot be forecast accurately.

Although these measures and the options for local designations might relieve the shortage, the increase might be offset by losses in the present teaching force through retirements and resignations. The figures are essentially unpredictable because attrition will occur in all the groups previously discussed, even after new teachers are placed in the classroom. Unforeseen changes may occur in the demand. However, a

Table 1

Strategy	*Estimated number per year*
Open four more BTTP sites.	100
Replicate effective LEA training models throughout the state.	500
Upgrade paraprofessionals to become teachers.	1,000
Tutor candidates for *CBEST* and language proficiency examinations.	250
Recruit teachers from foreign countries.	100
Recruit teachers from other states.	200
Offer salary differentials to bilingual teachers.	1,000

combined strategy can perhaps provide enough staff for some classrooms for the short term.

Long-term Measures

Long-term measures to ensure a supply of teachers for the twenty-first century are listed in Table 2, shown below.

The long-term strategies previously listed can potentially fill the need for teachers of LEP students if these strategies are applied in conjunction with the short-term strategies.

An important point that cannot be emphasized too much is that:

Neither short-term strategies nor long-term strategies will work without across-the-board support for them bolstered by a thorough public information campaign.

Need for Action

The Superintendent should initiate efforts to focus the public's and Legislature's attention on the content of this report and on the crisis caused by the shortage of teachers for LEP students.

All parts of the educational system have a role to play, as the following activities indicate:

- The Superintendent should develop a statewide initiative campaign, using the power of his office to make the training of teachers for LEP students a priority for all authorities in education throughout California. The statewide initiative will include carrying out the recommendations in this report.
- The Superintendent should establish a California Language Minority Subject Matter Project (CLMP). This project would provide training for teachers who have LEP students in their classrooms or who may want to become certified bilingual specialists.
- The California Department of Education (CDE) should disseminate information about this report widely through press releases to maintain public interest and support for the recommended actions. Progress reports concerning the successful implementation of the various recommendations would be given annually.
- Members of the State Board of Education should discuss the recommendations in this report and adopt them as the Board's policy.
- California state legislators on the Senate's and Assembly's education committees should cooperate with the Superintendent to promote the statewide initiative. They should earmark needed funds and rally their constituencies to support the initiative.
- The Commission on Teacher Credentialing (CTC) should accelerate its work with the Bilingual Advisory Panel to revise requirements to hasten the process of credentialing bilingual and language development specialist teachers, including the continued reexamination of the items in the *CBEST* and the Bilingual Certificate of Competence Assessment (BCC).
- The Intersegmental Coordinating Council of the CDE and the joint projects committees of the CTC, UC, and CSU should make plans to carry out these recommendations, especially with regard to long-term development of teachers for LEP students.
- Teachers' unions and organizations of language minority professionals should plan strategies to

Table 2

Strategy	*Number of teachers per year by 1997*
Continue all short-term measures listed above.	2,000
Combine plans from LEAs and IHEs to recruit and provide mentors for students from junior high schools until these students become credentialed teachers.	2,000
Support efforts IHEs use to recruit potential teachers from among their students.	200

lobby for a pay differential for credentialed bilingual teachers.

Representatives from the CDE, IHEs, CTC, teachers' unions, language minority professional organizations, and LEAs should meet to examine the report's recommendations and to consider where these concepts might be accommodated within the priorities of present programs.

These meetings should produce a plan for statewide collaboration and also for a concerted approach to the Legislature to obtain the necessary funding. Simultaneously, the CDE should develop plans to disseminate this report and to carry out its recommendations. The provisions in the plan for dissemination should parallel the successful procedures for dissemination of the CDE's curriculum guidelines and of the reports on preschool and middle school programs throughout the state.

Social and Educational Benefits

A number of other educational problems will be resolved by ensuring good instruction. The following examples demonstrate this point:

- The groups with the largest numbers of LEP students, Hispanics and Asian-Pacific Islanders, also have the highest dropout rates.[2] Some of these students may have given up on school because of frustration with incomprehensible demands and tasks. Better-trained teachers and improved instructional methods for LEP students in all classes will reduce the number of dropouts.
- Low achievement can be expected from classes taught by untrained personnel. High achievement of students can be expected when there is an adequate supply of teachers trained and prepared to deal with the unique problems of LEP students.
- Social gains, the most important outcome for the people of California, can be expected, including the following:

  More people will know English and effectively use it for all life and work situations.

  More U.S. bilingual citizens will be able to compete internationally in economic and business enterprises.

  A well-trained work force will prevent California's economy from having an oversupply of workers fitted only for manual labor because of inadequate education.

  The crime rate should decline because crime is correlated closely with a lack of education.

  Respect for teaching as a profession will increase because the benefits of having an education will become obvious.

Improved instructional services for LEP students through more and better trained teachers will directly affect California's economic structure. Investing educational resources in training these teachers benefits California's economy because, if well educated, the ethnically diverse population can participate fully. Carrying out the recommendations in this report cannot be delayed. The students—and the state—cannot wait.

[2]Ima, Kenji, and others, "Review of the Literature on Asian and Pacific Island Language Minority Students: Backgrounds, Schooling Needs, Service Delivery, and Academic Performance. A Resource Paper." Sacramento: Bilingual Education Office, California Department of Education, 1989.

Appendix A

Certification and Training of Teachers for LEP Students

Appendix A presents information about the credentials and certificates that one may earn to qualify as a bilingual or ESL teacher or as a paraprofessional. Information also appears about bilingual teacher training programs.

Certification of Teachers

The following types of teaching credentials and certificates are available for specialization in bilingual and ESL instruction:

1. *Multiple-subject or single-subject credential with a bilingual, cross-cultural emphasis.* This credential is usually acquired in a California college or university with a bilingual cross-cultural program approved by the Commission on Teacher Credentialing (CTC).
2. *Bilingual, cross-cultural specialist credential.* This program is available to teachers who already hold credentials but want to specialize as bilingual teachers. (Teachers in training may be involved in these programs.)
3. *Certificate of bilingual, cross-cultural competence.* This credential authorizes previously credentialed teachers who obtain additional training to instruct students in a language other than English. Candidates for this credential must be assessed for competency in the second language and for knowledge of the cultural aspects of the second language and of bilingual teaching theory and methodology.
4. *Emergency multiple-subject or single-subject credential with a bilingual cross-cultural emphasis.* A person holding this credential may teach if he or she has obtained a bachelor's degree or a higher one, has passed the *CBEST, is bilingual,* and has found employment with a district in need of emergency staffing.
5. *Language development specialist certificate.* Initially authorized for the secondary level, this certificate is available to a credentialed teacher who has met foreign language requirements, participated in training, and passed an examination for language development specialist.
6. *Certification for paraprofessionals or bilingual instructional aides.* Issued by individual school districts, this certificate reflects their standards for proficiency in English, targeted languages, and basic skills.

Training Programs for Teachers

Three kinds of training programs are discussed in this section: institutions of higher education (IHEs) programs; bilingual teacher training programs (BTTPs), funded by the CDE; and approved district training programs (ADTPs). Also examined is the content of the programs offered through the BTTPs and ADTPs.

IHE Programs

IHEs provide fifth year cross-cultural emphasis and specialist credential programs and also offer English language development certificate programs. A number of bilingual and English language development specialist candidates were trained through the following IHEs: The California State University (CSU), the University of California (UC), and the private institutions of higher education. During the academic year 1988–89, CSU enrolled 1,107 bilingual credential candidates; UC, 72; and the California independent schools and colleges, 66.[1] Of the 1,245 potential teachers enrolled in IHE programs, only 331 completed their preservice preparation for that year.[2] It is anticipated that the remaining

[1]Robert Gomez and Sanford L. Huddy, *A Report on Teacher Supply: Enrollments in Professional Preparation Programs at California Institutions of Higher Education, 1988–1989.* Sacramento: Commission on Teacher Credentialing, 1990, pp. 45 and 47. *Note:* The figures were obtained by combining totals for enrollment in multiple-subject programs and in single-subject programs for students from the University of California, The California State University, and independent institutions of higher education.

[2]Ibid., pp. 46 and 48. *Note:* The figure 331 was obtained by combining totals for California candidates recommended for multiple-subject and single-subject credentials.

776 have completed their credential programs and have entered the workforce as teachers.

Bilingual Teacher Training Programs

The 11 state-funded BTTPs provide training in the following three bilingual competency areas: language, culture, and bilingual teaching methodology. Located in offices of the county superintendent of schools in local districts, these programs provide year-round training for teachers to prepare them for certification as bilingual teachers.

Local School District Training Programs

Many local school districts provide in-service training for teachers seeking bilingual certification or specialization in English language development. These local in-service training programs must meet the standards and criteria set forth by the CDE in an advisory to the field.[3]

Teachers may be assigned to instruct in bilingual classrooms if they are enrolled in training at a BTTP or local school district training program to qualify for a Bilingual Certificate of Competence or a Language Development Specialist Certificate.

Both the BTTPs and the local programs share a basic design, although the number of hours of instruction may vary. They provide instruction in three basic competency areas: the target language, culture and history of the region where the target language is spoken, and bilingual teaching methods. Standards and criteria adopted by the CDE in 1985 ("AB 3777, Standards and Criteria for Bilingual Teacher Training Programs") proposed minimum hours of instruction in the three competency areas. For example, to attain competency in a language, students should have a minimum of 90 hours per year for instruction. Ideally, students should receive instruction twice a week for a minimum of four hours each week. Summer institutes that offer high intensity training in languages should provide language training for four to five hours a day for a minimum of four weeks. The CDE warns that learning Southeast Asian languages may take more than 90 hours per year.

The minimum time required for instruction in a country's culture and history is 30 hours. Such a course is often completed in segments held after school and on Saturdays throughout the school year. The recommended time for instruction in methodology is also about 30 hours, with an additional 12 to 15 hours for observed practice in the classroom.

Acquiring competency in the target language takes the most time. The training is directed toward ensuring that bilingual candidates achieve a minimum level of competence in a second language. The training of language development specialists was not part of the original legislative mission (Assembly Bill 1379, 1981, Chacon) of the state BTTPs, but such training has rapidly become a major activity in response to districts' increased requests for training.

More teachers are being trained through these in-service training courses than were trained in the pre-service programs of IHEs. The increased volume of previously credentialed teachers requiring retraining is responsible for this trend. (The Program Evaluation and Research Division of the CDE is conducting a study of the effectiveness of various approaches to teaching LEP students. Unfortunately, the present study does not include methods of assessing the training of the LEP students' teachers.)

[3] "AB 3777, Standards and Criteria for Bilingual Teacher Training Programs." Sacramento: California Department of Education, September 26, 1985.

Appendix B

Training Programs and Projects

This appendix contains information about programs to train paraprofessionals and about projects to assist new teachers. These opportunities for training, which are located throughout California, are sponsored by local educational agencies (LEAs), by institutions of higher education (IHEs), and by the California Department of Education (CDE).

Training Programs for Paraprofessionals

Several California school districts have already discovered the potential that paraprofessionals have for becoming classroom teachers and have designed programs to train them to enter this profession. Profiles of these district programs provide the CDE with models it might adopt for statewide programs.

Fremont Unified School District

The Fremont Unified School District began a career ladder program for paraprofessionals when it received its first Title VII grant 15 years ago. Now 12 of the district's 14 Spanish-speaking bilingual teachers are former paraprofessionals.

The district's staff identifies paraprofessionals who have the potential to become teachers, and the bilingual consultant and director guide these candidates through their college careers. The district, which pays for tuition and books, is committed to hiring the candidates if they complete their education. Once the candidates have their bachelor of arts degrees and are continuing with training for the bilingual credential, the district hires them as teachers with emergency credentials. These persons can also work in the bilingual preschool program and receive the same salary rates as do staff in adult schools.

Fremont is now recruiting bilingual teachers from among high school seniors who have graduated from the district's bilingual program. They work as instructional aides in the classrooms and get credit through the district's regional occupational program (ROP). In 1988 six high school seniors worked in classrooms, and in 1989 they were joined by three others. The Fremont Unified School District will help these students to enter college, work as paraprofessionals, and become credentialed bilingual teachers.

Because Fremont has sought potential teachers in its own district, it has rarely needed to recruit bilingual teachers from outside.

Pajaro Valley Unified School District

The Pajaro Valley Unified School District in Watsonville has sponsored both paraprofessionals and aides who are already in college to complete credentialing programs through Paraprofessional Undergraduates Providing Individualized Learning Services (PUPILS) and Mini Corps migrant education programs. After four years of participation in PUPILS, seven community aides and 20 students became bilingual credentialed teachers. Thirty candidates are enrolled at a time in PUPILS, which works closely with UC Santa Cruz and a community college.

Working conditions are attractive for the PUPILS participants. The district has negotiated a salary scale that increases salaries with each ten units of college credit. Professional development meetings are considered as hours of work. Aides' hours are flexible to accommodate class schedules. Some aides who work 30 hours and therefore receive benefits can reduce their workload to 20 hours and still retain their benefits if they continue in college and work toward their bilingual credential.

Paramount Unified School District

In the Paramount Unified School District, 25 credentialed bilingual teachers serve as mentors for 25 instructional aides who would like to become credentialed teachers. This arrangement is part of the district's career ladder program. The mentors tutor and counsel the paraprofessionals and assist them in applying for college scholarships and grants. Two local professional organizations have already committed their scholarship money to helping the aides with their educational expenses. In the district paraprofessionals other than the

25 previously mentioned are enrolled in career ladder programs.

Rio Hondo Community College

Rio Hondo Community College in Whittier has provided a bilingual teacher training program in local school districts since 1976. The college offers courses in the school districts at times convenient for paraprofessionals, who earn an associate in arts degree after two years. The upper division and credential courses are articulated with the local CSU campuses. Rio Hondo's records indicate that 400 or 450 candidates have been trained in the programs, which the local school districts pay for. In September, 1989, the college held an alumni recognition banquet and formed an alumni group to sponsor more paraprofessionals.

California State University, Chico

California State University, Chico, is cooperating with three rural districts in Colusa County and several districts in Tehama County to train 50 Hispanic paraprofessionals in a program that leads to a degree and a bilingual teaching credential.

Los Angeles Unified School District

The Los Angeles Unified School District (LAUSD) has a bilingual master plan and, as part of it, is proposing a career ladder with a salary incentive scale to reward bilingual paraprofessionals as they complete coursework toward their teaching credentials. The plan includes a new position, bilingual instructional assistant, with four salary levels, the first of which is an entry-level base salary. The remaining three levels require continuous enrollment in a college program, a specific number of units earned, involvement in local district in-service training programs, and bilingual fluency. However, action on this component of the plan has been deferred for future implementation when funding becomes available. LAUSD also has an intern program for bilingual elementary teachers. These interns are academically qualified and fully bilingual. The district will assist them in being trained for full bilingual credentialing.

New Initiatives for Teachers

In addition to programs specifically targeted toward training paraprofessionals as bilingual, cross-cultural credentialed teachers, the CDE, through its Intersegmental Relations Division, coordinates, with the CTC, three new projects to help keep these and other new teachers in the classroom: the New Teacher Retention Project in Inner City Schools, the California New Teacher Project, and the Comprehensive Teacher Institutes. These projects are described in the paragraphs that follow.

The New Teacher Retention Project

The New Teacher Retention Project in Inner City Schools is a joint initiative of CSU, the CDE, and local kindergarten through grade twelve inner city school districts, such as the Los Angeles, Oakland, San Diego City, and San Francisco unified school districts. This project provides support for beginning teachers and helps them to instruct heterogeneous student populations in inner city schools. University faculty and experienced kindergarten through grade twelve educators assist in providing support to the beginning teachers.

The California New Teacher Project

The California New Teacher Project allows staff from 15 pilot projects to test alternative approaches to support new teachers during their first year in the classroom and to assess their ability to teach students.

Comprehensive Teacher Institutes

Comprehensive Teacher Institutes, a joint CSU and CDE effort, is designed to improve training in the integration of subject matter knowledge, to strengthen pedagogic skills, and to improve teachers' understanding of students' needs. The institutes are based on a three-way partnership between academic departments, education departments, and local school districts. Prospective teachers in the program receive the benefits of revised programs, including early field experience, student teaching in multicultural settings, and performance evaluations.

Although these projects provide for the recruitment and support of minority candidates, none is targeted specifically toward meeting the needs of teachers of LEP students.

Appendix C

Examples of Early Recruitment Programs

A number of programs exist throughout the state to interest students in becoming teachers. The efforts are sponsored by local educational agencies, institutions of higher education, and the California Department of Education.

Local Educational Agencies

The Fremont Unified School District undertakes a major effort to recruit students for bilingual teaching. In this program students who were educated in the district's bilingual courses are recruited as high school seniors to become bilingual aides. This program is worth replicating, especially through joint programs receiving funding from the CDE.

Another district providing programs to encourage students to enter teaching is the Los Angeles Unified School District (LAUSD). This district has a magnet school at Crenshaw Senior High School for students interested in teaching. The program includes a rigorous college preparatory curriculum and tutoring of elementary schoolchildren.

The LAUSD has a future teachers program in 17 of its 49 senior high schools, with 500 participating students. They attend a class on careers in teaching and also tutor children through a future teachers' institute at CSU, Dominguez Hills, funded by the Carnegie Foundation for the Advancement of Teaching. The future teachers attend an annual conference where they learn about requirements for IHEs, programs providing forgiveness of loans, and opportunities for careers in teaching. The LAUSD also operates future teachers' clubs, where students learn about teaching as a career and visit schools.

Institutions of Higher Education

Project SOCRATES in the city of San Fernando, in the LAUSD, unites Los Angeles Pierce College; CSU, Northridge; UCLA; and the LAUSD in a program to guide students interested in teaching. Students are helped to enter high school level college preparatory programs, community colleges, CSU or UCLA, and, finally, a program to obtain credentials.

These models easily could be either augmented by a special emphasis on bilingual education or established in areas with concentrations of students likely to have the background to become excellent bilingual teachers.

To recruit students at the college level, the Bilingual Recruitment Unit of the LAUSD holds an annual Careers in Education conference for educational paraprofessionals and community college students in conjunction with the University of Southern California's Community College Cooperative Office. The unit also maintains contact with ethnic student organizations on local university campuses and with departments of ethnic studies and Spanish.

A bilingual recruiter visits the campus of CSU, Los Angeles, each month to acquaint students with the opportunities available in bilingual education. Ethnic student organizations in the institutions of higher education frequently provide tutoring for young members of their community and, therefore, are ideal sources for recruitment.

California Department of Education

The California Mini Corps, a federally funded program under the auspices of the Migrant Education Unit, California Department of Education, is primarily a tutorial program in school districts that provides instructional support to students in programs for migrant workers. The tutors in these programs, often former migrant workers themselves, are hired at an hourly wage while they are enrolled in college. Although the Mini Corps is not a direct support for those seeking certification as teachers, approximately 4,500 to 5,000 students participating in this program have entered the teaching profession during the 23 years of the program's existence.

Appendix D

Statistical Tables

Appendix D, "Statistical Tables," contains the following: Table 1, "Need for, Supply of, and Shortage of Bilingual Education Teachers"; Table 2, "Supply of Teachers Providing English Language Development"; Table 3, "Projections of the Nation's Need for Bilingual Teachers"; Table 4, "Staff Providing Primary Language Instruction to LEP Students"; and Table 5, "Persons of School Age, Five Through Nineteen, by Race/Ethnicity 1989, 2000, and 2030." Also included in this appendix is Figure 1, "Language Groups Represented in the LEP Student Population."

The figures in these tables show enrollments of LEP students, numbers of bilingual educators available, the projected need for future bilingual educators, and the projected percentages for California's ethnic school enrollment. The percentages of students in various language groups appear in Figure 1.

Figures for the current supply and demand for bilingual and English language development teachers are shown in Table 1 and Table 2.

The shortage of teachers for LEP students is a national problem, as the projections in Table 3 show.

Table 4, "Staff Providing Primary Language Instruction to LEP Students (by Language, Kindergarten Through Grade Twelve): State Summary, Spring, 1990," contains the numbers for 1990 of instructional personnel providing some form of primary language instruction. The languages listed are ranked according to the largest number of speakers within the LEP student population.

The numbers in Column 1, "Number of LEP Students," are raw numbers for children in California schools speaking the primary languages listed. Column 2, "Bilingual Teachers Certified by CTC," contains the number of teachers who have been certified or credentialed by the CTC as bilingual teachers.

Fully credentialed teachers, however, are not the only resource. Districts may designate teachers who have legitimate qualifications to work with LEP children. The figures for these teachers appear in Column 3, "District-designated Teachers." Column 4, "Teachers in Training with Bilingual Aides," lists the number of teachers completing training in an approved bilingual teacher training program and assigned to teach in classes where the majority of the students are limited-English proficient. The total number of teachers in training for future bilingual certification is 6,957. This figure is 7,375 less than the number projected for the shortage of teachers, 14,332 (see column 10 in Table 1, "Shortage: Bilingual Teachers").

Column 5, "Total Teachers," lists 14,994 teachers as providing primary language instruction, but only 8,037 (the total from columns 2 and 3) were fully qualified (certified).

Column 6, "Aides Working with Teachers in Training," and Column 7, "All Other Aides for LEP Pupils," list the numbers of primary-language classroom aides or paraprofessionals who are the potential candidates to become teachers through a program offering a career ladder.

Figures from Table 5 reveal that "by the year 2000, [Anglos] will constitute about 45 percent of all the potential students in California."[1] By then the number of Anglos and blacks together will barely make up a majority in the schools.

These figures also show the comparative rates of increase of the Hispanic and Asian (including Pacific Islander) student populations. In the 50 years between 1980 and 2030, Hispanics will have increased their proportion in the school population by 19 percent, but the Asian school population will have increased its proportion by more than three times.

[1] Leon F. Bouvier and Philip Martin, *Population Change and California's Future*. Washington, D.C.: Population Reference Bureau, 1985, p. 38.

Table 1

Need for, Supply of, and Shortage of Bilingual Education Teachers
1990

Teacher-to-student ratios: kindergarten through grade six (1:30), grades seven through twelve (1:150), and special education (1:12)

LEP students					Need for teachers				Supply	Shortage
					Kindergarten through grade twelve					
Language group	*Kindergarten through grade six total (1)*	*Secondary total (2)*	*Ungraded LEP (3)*	*Total (4)*	*Kindergarten through grade six (5)*	*Grades seven through twelve (6)*	*Special education (7)*	*Total (8)*	*CTC bilingual teachers (9)*	
Spanish	460,346	184,426	10,325	655,097	15,345	1,230	860	17,435	7,602	9,833
Vietnamese	19,884	14,806	244	34,934	663	99	20	782	46	736
Cantonese	12,650	8,387	117	21,154	422	56	10	488	220	268
Cambodian (Khmer)	14,108	4,990	136	19,234	470	33	11	514	0	514
Pilipino/Tagalog	9,398	9,546	148	19,092	313	64	12	389	56	333
Hmong	14,320	3,700	71	18,091	477	25	6	508	1	507
Korean	7,787	5,530	72	13,389	260	37	6	303	34	269
Lao	8,117	4,019	41	12,177	271	27	3	301	2	299
Mandarin (Putonghua)	3,956	3,214	31	7,201	132	21	3	156	13	143
Armenian	5,401	3,594	51	9,046	180	24	4	208	17	191
Japanese	3,507	1,973	25	5,505	117	13	2	132	11	121
Farsi (Persian)	2,877	1,943	55	4,875	96	13	5	114	2	112
Other Chinese	1,762	1,540	11	3,313	59	10	1	70	1	69
Mien (Yao)	2,190	637	7	2,834	73	4	1	78	0	78
Portuguese	1,765	997	68	2,830	59	7	6	72	20	52
Arabic	1,881	846	44	2,771	63	6	4	73	0	73
Punjabi	1,355	722	16	2,093	45	5	1	51	3	48
Hindi	1,212	528	14	1,754	40	4	1	45	0	45
Samoan	1,083	387	20	1,490	36	3	2	41	0	41
Ilocano	544	471	16	1,031	18	3	1	22	0	22
All Others	15,231	8,162	247	23,640	508	54	21	583	5	578
Total	589,374	260,418	11,759	861,551	19,647	1,738	980	22,365	8,033	14,332

Source: California Department of Education, CBEDS, 1990 R-30 Language Census (LC), Data/BICAL Reports 2A, 9C, 90-2.

Table 2

Supply of Teachers Providing English Language Development

CTC Language development specialist certification	*District designated	Teachers in training	Total
(1)	(2)	(3)	(4)
3,897	199	7,220	11,316

Source: California Department of Education, CBEDS, 1990 R-30 Language Census (LC), Data/BICAL Reports 2A, 9C, 90-2.

Table 3

Projections of the Nation's Need for Bilingual Teachers (in thousands)

Year	*Language*	*LEP students aged five to fourteen*	*Bilingual Teachers*	
			Low student-to-teacher ratio (20:1)	*High student-to-teacher ratio (35:1)*
1990	Spanish	2,092.70	104.64	59.79
	Asian	121.10	6.06	3.46
	Other	582.10	29.11	16.63
	Total	2,795.90	139.81	79.88
1995	Spanish	2,455.80	122.79	70.17
	Asian	132.70	6.64	3.79
	Other	638.00	31.90	18.23
	Total	3,226.50	161.33	92.19
2000	Spanish	2,630.00	131.50	75.14
	Asian	132.60	6.63	3.79
	Other	637.40	31.87	18.21
	Total	3,400.00	170.00	97.14

Source: Reynaldo F. Macías, *Bilingual Teacher Supply and Demand in the United States*. Los Angeles: University of Southern California Center for Multilingual, Multicultural Research; Claremont, Calif.: The Tomás Rivera Center, 1989, p. 22. Reprinted by permission of the author.

Table 4

Staff Providing Primary Language Instruction to LEP Students (by Language, Kindergarten Through Grade Twelve): State Summary, Spring, 1990

Language	*Number of LEP students (1)*	*Bilingual teachers certified by CTC (2)*	*District-designated teachers (3)*	*Teachers in training with bilingual aides (4)*	*Total teachers (5)*	*Aides working with teachers in training (6)*	*All other aides for LEP pupils (7)*
Spanish	655,097	7,602	1	6,570	14,173	6,004	15,094
Vietnamese	34,934	46	0	78	124	98	522
Cantonese	21,154	220	3	145	368	114	361
Cambodian (Khmer)	19,234	0	0	23	23	45	316
Pilipino/Tagalog	19,092	56	0	7	63	21	216
Korean	13,389	34	0	14	48	19	115
Lao	12,177	2	0	14	16	39	134
Mandarin (Putonghua)	7,201	13	0	7	20	15	115
Japanese	5,505	11	0	7	18	12	87
Portugese	2,830	20	0	8	28	13	69
All other languages	70,938	29	0	84	113	100	666
Statewide Totals	861,551	8,033	4	6,957	14,994	6,480	17,695

Source: California Department of Education, CBEDS, 1990 R-30 Language Census (LC), Data/BICAL Reports 2A, 9C, 90-2.

Table 5

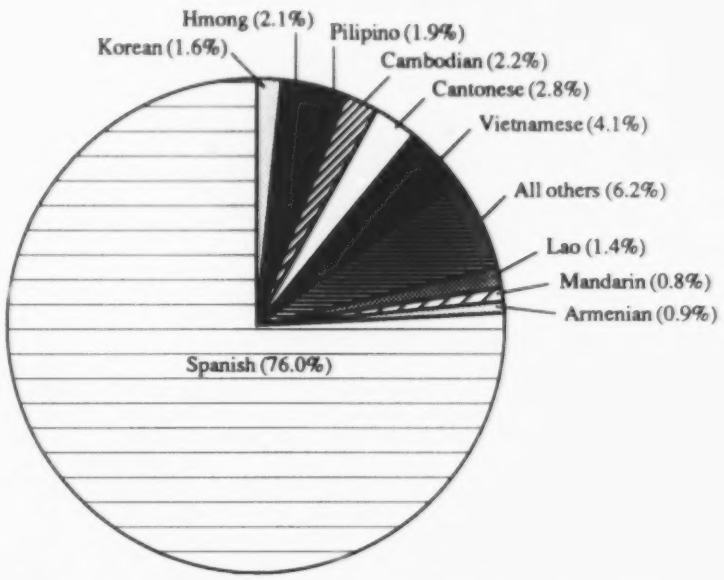
Persons of School Age, Five Through Nineteen, by Race/Ethnicity, 1980, 2000, and 2030

	1980 (percent)	*2000 (percent)*	*2030 (percent)*
Anglo	59.3	44.7	32.5
Black	8.9	7.8	6.4
Hispanic	24.7	35.2	43.6
Asian	5.6	10.8	16.3

Source: Leon F. Bouvier, and Philip Martin, *Population Change and California's Future*. Washington, D.C.: Population Reference Bureau, 1985, p. 37.

Figure 1

Language Groups Represented in LEP Student Population, 1990



Source: California Department of Education, Bilingual Education Office, DATA/BICAL Report, Spring, 1990.

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